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MEDIUM-TERM OPERATIONAL STRATEGY

Report of the Executive Director

SUMMARY

This report, which has been prepared in response to Governing Council decision 91/35 A, paragraph 18, is presented in five sections. The first section provides brief background information on the rapid growth of UNFPA from 1969, the year the Fund became operational, to the end of 1991. Section II examines the Fund's goals, mandate and objectives in the context of providing assistance to help developing countries to address their specific population problems. The third section reviews the resources required to meet the ongoing and emerging needs in the population field during the decade of the 1990s. Section IV discusses the actions UNFPA has taken at the policy and programme levels to respond to the recommendations and calls to action of various international policy instruments. The final section addresses the Fund's organizational adaptations and its quantitative and qualitative staffing requirements.

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INTRODUCTION

1. This report has been prepared in response to Governing Council decision 91/35 A, paragraph 18, which requested the Executive Director "to submit to the Governing Council at its thirty-ninth session (1992) a proposal for a medium-term operational strategy, presenting the United Nations Population Fund's evolving role and functions in the coming years and their implications in terms of organizational adaptations and quantitative and qualitative staffing requirements at headquarters and in the field, considering the evolution of needs and means in the field of population and the necessity to promote an optimal division of labour and sharing of responsibilities among the different partners".

2. This report is presented in five sections. The first section provides brief background information on the rapid growth of UNFPA from 1969, the year the Fund became operational, to the end of 1991. Section II examines the Fund's goals, mandate and objectives in the context of providing assistance to help developing countries to address their specific population problems. The third section reviews the resources required to meet the ongoing and emerging needs in the population field during the decade of the 1990s. Section IV discusses the actions UNFPA has taken at the policy and programme levels to respond to the recommendations and calls to action of various international policy instruments. The final section addresses the Fund's organizational adaptations and its quantitative and qualitative staffing requirements.

I. BACKGROUND ON UNFPA

3. UNFPA was created in 1967 as a Trust Fund of the Secretary-General. It began operations in 1969 and became a subsidiary organ of the General Assembly in 1972. When it became operational in 1969, UNFPA had accumulated resources of $2.5 million and a Professional staff of three. It grew rapidly in the following years, expanding the size of its programme and increasing its staff accordingly. By the end of 1991, the Fund had an annual income of over $224 million, or almost 100 times its resources of 1969, an international Professional staff of some 180 and cumulative disbursements for development activities in the developing countries of approximately $2.4 billion.

4. UNFPA's continuous growth throughout the years has made it the largest source of multilateral funding for population activities and the second largest, if bilateral and multilateral sources are combined. As a subsidiary body of the General Assembly, UNFPA maintains a close relationship with UNDP, through a joint Governing Council, integrated offices in the field and the common policy and programme approaches developed within the context of the Joint Consultative Group on Policy (JCGP) in which UNDP and UNFPA cooperate together with the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the International Fund for Agricultural Development (IFAD).

II. UNFPA'S GOALS, MANDATE AND OBJECTIVES

5. The Economic and Social Council (ECOSOC) states in its resolution 1763 (LIV) of 18 May 1973, reaffirmed in resolution 1986/7 of 21 May 1986, that the aims and purposes of UNFPA are:

"(a) To build up, on an international basis, with the assistance of the competent bodies of the United Nations system, the knowledge and the capacity to respond to national, regional, interregional and global needs in the population and family planning fields; to promote co-ordination in planning and programming, and to co-operate with all concerned;

"(b) To promote awareness, both in developed and in developing countries, of the social, economic and environmental implications of national and international population problems, of the human rights aspects of family planning, and of possible strategies to deal with them in accordance with the plans and priorities of each country;

"(c) To extend systematic and sustained assistance to developing countries at their request in dealing with their population problems; such assistance to be afforded in forms and by means requested by the recipient countries and best suited to meet the individual country's needs;

"(d) To play a leading role in the United Nations system in promoting population programmes and to co-ordinate projects supported by the Fund."

6. These aims and purposes remain valid today. Indeed, UNFPA continues to strive to build up the knowledge and capacity required to respond to the needs in the population and family planning fields, and to make countries self-sufficient in setting policies and priorities and in implementing their population programmes. In addition, even though overall the understanding of the importance of population issues has grown, in some countries such understanding is still limited and the support of programmes provided by political leaders and by the public still fragile. Therefore, there is a continuing need to promote the awareness of the social, economic and environmental implications of population growth. UNFPA, thus, continues to vigorously carry out its own public information activities.

7. To extend assistance to help developing countries to deal with their population problems remains, of course, the core of UNFPA's activities. Although not all countries have the same population problems, it has become clear that most countries consider one or several of the following factors as major population problems: (a) population growth as directly related to their economic and social development; (b) the uneven spatial distribution of their populations, be it in unplanned rural-urban migration, the development of mega cities or the concentration of large parts of the population in densely populated areas; (c) high maternal mortality and morbidity and high rates of infant mortality associated with high levels of fertility, high levels of abortion and low levels of contraception; and/or (d) the reproductive behaviour of adolescents, a group that is rapidly growing larger. And in almost all developing countries population problems are linked to environmental problems, to the situation of women and to efforts to alleviate poverty. Thus, the demand for population assistance has never been greater, both in its magnitude and in the number of countries requesting such assistance, which has now grown to over 140. Similarly, the population activities supported by this assistance have become more complex, particularly in view of the different cultural milieus in which these activities are being carried out.

8. Throughout the years, the international community has addressed population problems in many of its policy instruments, including, for example, the World Population Plan of Action (Bucharest, 1974); the recommendations for further implementation of the World Population Plan of Action, adopted at the International Conference on Population (Mexico City, 1984); and the International Development Strategy for the Fourth United Nations Development Decade (1991-2000), adopted by the General Assembly in resolution 45/199 of 21 December 1990.

9. In November 1989, at the International Forum on Population in the Twenty-first Century, the international community adopted the Amsterdam Declaration, "A Better Life for Future Generations", which put population in a global context by stating general policy goals and defining programme priorities and approaches. For example, the Declaration called for a strengthening of political commitment and for the

development of national strategies and programmes, and set specific population goals and objectives to be achieved by the year 2000. These include, among others: increasing the number of couples using family planning from 326 million (1989) to 535 million (2000); reducing maternal mortality rates by at least 50 per cent, particularly in regions where maternal mortality exceeds 100 per 100,000 live births; reducing infant mortality rates to at most 50 per 1,000 live births; and bringing about a better geographical distribution of the population within national territories in balance with the proper use of resources. The Amsterdam Declaration further called for the mobilization of the additional $4.5 billion needed annually by the year 2000 to reach the estimated $9 billion in national and international expenditures required for family planning and other major population activities in all developing countries.

III. RESOURCE NEEDS

10. The Amsterdam Declaration identified the mobilization of the additional $4.5 billion needed annually by the year 2000 as "a central challenge facing all of us today, both as members of the international community and as individuals seeking to realize the vision of sustainable development throughout the world". The Declaration, therefore, called on "all governments, inter-governmental and non-governmental organizations and the private sector to take concerted steps to increase, on a regular basis, their financial commitments so as to fulfil the ongoing and emerging needs in the population field". Anything less than immediate and effective action to reach the target of $9 billion by the year 2000 would mean that future resources would be "woefully inadequate".

11. This call was repeated by the Governing Council in decision 90/35 A, paragraph 7, and by the General Assembly in resolution 45/216 of 21 December 1990. It was also endorsed by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD), which stated in April 1990 that the $9 billion target was not unduly ambitious. The Governing Council later welcomed the willingness of DAC members, as expressed in DAC's policy statement on development co-operation in the 1990s, to help developing countries establish, fund and implement effective population strategies as a matter of priority (decision 90/35 A, para. 4).

12. Of the required $9 billion, $4.0 billion would have to come from the international community. The $4 billion share is based on two assumptions: (a) a doubling of official development assistance (ODA) from roughly $48 billion in 1988 to $100 billion in the year 2000; and (b) a trebling of the proportion of ODA earmarked for population activities (from 1.5 per cent to 4-5 per cent). The first is not an unreasonable expectation if one considers that ODA doubled between 1978 and 1988 (from $24 billion to $48 billion). The second assumption is no less reasonable (Norway has consistently provided 4-5 per cent of its ODA to population and related activities throughout the 1980s), particularly given the DAC policy statement for the 1990s, and considering the now near-universal awareness that the further integration of population concerns into development planning is essential to the stabilization of population growth and that the balancing of population growth, resource use and environmental protection is indispensable to sustainable and sustained development.

13. Approximately $1 billion of this $4 billion would be channeled through UNFPA. To reach the $1 billion level, the international community would have to increase its contributions to UNFPA by 18 per cent per year for the decade of the 1990s.

14. Valuable new inputs into the population debate can be expected from the United Nations Conference on Environment and Development (UNCED -- June 1992), as well as from the International Conference on Population and Development (1994) and the five regional conferences that will precede it. It remains to be seen what new policy or programme directives these fora will develop and what influence such directives will have on UNFPA's operational, financial and programme requirements.

IV. UNFPA'S ACTION AT THE POLICY AND PROGRAMME LEVELS

15. UNFPA responds to the recommendations and calls to action of these various international policy instruments through manifold activities. For one thing, it maintains an ongoing policy dialogue with Governments at all levels, not only through its country Representatives and Country Directors, but also through its Programme Review and Strategy Development (PRSD) exercises. The Fund also strives to further the understanding of the linkages between population growth and such other factors as economic development, agricultural production and land-carrying capacities, health, education and social welfare. UNFPA further stresses that the relationship between population growth, the use of natural resources and environmental degradation requires urgent attention from the international community. Finally, the Fund continues to play an advocacy role, together with other concerned United Nations entities, in support of efforts to improve the status of women, in particular as such improvement is considered as one of the most effective means of addressing population problems.

16. UNFPA's operational and financial growth was paralleled by its growing programmatic role in the population field. As a result, as envisaged in the General Assembly enabling legislation (e.g., resolution 2815 (XXVI) of 14 December 1971), over time UNFPA developed into the lead organization in the United Nations system dealing with population matters. The role that UNFPA is expected to play is rapidly expanding as developing countries increasingly request UNFPA's assistance in formulating and implementing population programmes and projects, in developing population projects for funding by other sources, and in strengthening the overall coordination of assistance activities in the population field. Thus, in addition to its role as a funding agency, UNFPA increasingly functions not only as a repository of accumulated experience and lessons learned on population programmes all over the world, but also as a pivotal point of coordination between donors and recipients. Moreover, UNFPA stresses, both at the policy level and in its day-to-day work, the need to increase developing countries' self-reliance through systematic efforts to build institutional capacity as part of its project activities and funding.

17. UNFPA's programme strategy has varied, depending on the specific needs of the country concerned as well as on the stage of its population programming. For example, if the country requesting assistance from UNFPA already had an explicit population policy, UNFPA generally tailored its assistance to support activities to meet the demand for family planning supplies and services. If the requesting country had no such policy, however, UNFPA's operational emphasis may have focused initially on such activities as awareness creation and data collection and analysis. This was frequently followed by emphasis on policy formulation and implementation or -- if the country did not feel the time to be appropriate to adopt an official population policy -- by emphasis on family planning and closely related information, education and communication (IEC) activities.

18. While UNFPA has reduced its emphasis on data collection in recent years, it continues to strive to maintain the institutional and technical capacity that had been attained through the rounds of censuses conducted in the 1980s and early 1990s. However, overall, the Fund must increase its emphasis on maternal and child health and family planning (MCH/FP) if population growth is to be reduced in line with the

expectations of the Amsterdam Declaration. It must also improve the quality, outreach and effectiveness of family planning services so as to ensure that all women and men have access to such services as well as to enable them to make informed decisions on contraceptive use. Moreover, UNFPA must continue to increase its support for women, population and development activities, which are expected to receive more than 8 per cent of UNFPA's overall assistance in 1992 and beyond. This is in keeping with the programme priorities and approaches set forth in the Amsterdam Declaration, which stress the importance of being sensitive to and aware of, inter alia, the needs to increase women's participation in decision making and management of population policies and programmes and special programmes for the economic development of women. In addition, UNFPA will ensure that all of its activities, in both their design and implementation, are gender-sensitive and consider women as both participants and beneficiaries. The Fund will also continue to emphasize training regardless of the substantive area involved. Finally, UNFPA will give greater emphasis to AIDS prevention in the context of family planning, to the needs of adolescents in all regions of the world and to sociocultural research, which is indispensable in order to gain a better understanding of certain aspects of societal behaviour that have a direct bearing on the attitude of men towards women, as well as on the acceptability of family planning programmes and services.

19. Two other areas will also require increased attention. One is the continuing need for UNFPA to work closely with other United Nations organizations to ensure that population and related aspects are fully integrated into the substantive programmes of these other organizations. While all parties concerned recognize the urgency of such integration, various factors, including chronic shortages of resources, have militated against effectively putting this into practice. The other area requiring increased attention is the collection and analysis of programme data, which must be improved considerably if the impact of programmes is to be measured accurately. As countries move into the more sophisticated phases of their population programmes and as the needs of the "easy-to-reach" family planning acceptors have been met, more data will be needed on the fertility behaviour of various subgroups within the population, particularly on the factors that influence these subgroups to accept or reject the use of contraceptives.

20. In terms of the geographic distribution of its assistance, UNFPA initially focused on Asia, since population policies and programmes had already been fairly well developed in that region. Over time, funding of population activities in other regions increased, notably in Africa, whose share of UNFPA's country assistance rose from 15 per cent of the total in the 1970s to nearly 32 per cent in 1991. Still, the largest share of UNFPA resources (33.5 per cent) continued to be given to the Asia and Pacific region in 1991.

21. With respect to the newly emerging nations in eastern Europe and the Commonwealth of Independent States (CIS), UNFPA believes that their population problems need to be studied carefully. UNFPA is already participating with other United Nations organizations in fact-finding missions to these newly emerging nations in order to gain an understanding of each country's population situation and to determine its most urgent assistance needs. Preliminary mission results indicate that there is a dearth of contraceptives in these countries and that abortion is therefore often the only available means of contraception. However, given the extent of its present and projected commitments to comprehensive multi-year population programmes and projects in over a 100 developing countries, the Fund will not be in a position to provide assistance to these new nations for population activities, unless UNFPA receives additional funding for this purpose.

V. UNFPA'S ORGANIZATIONAL ADAPTATIONS AND ITS QUANTITATIVE AND QUALITATIVE STAFFING REQUIREMENTS

Organizational adaptations

22. During its early years, UNFPA was strongly headquarters oriented. A small core staff studied the population problems of various countries seeking assistance and tried to determine the appropriate programmatic action needed to address these problems. In the field, the Fund was represented primarily through the network of UNDP's field offices, whose staff, for obvious reasons, could pay only partial attention to UNFPA's activities. Project execution initially was fully the task of the executing agencies, which worked with a handful of UNFPA Coordinators who had been assigned to the field in selected countries.

23. Over time, however, as the Fund grew in both resources and experience, it became obvious that decision making should devolve to the field so as to ensure that programme decisions took the reality of each developing country fully into account. As a result, in the mid-1980s, UNFPA started to delegate programming authority to the UNFPA field offices. This necessitated a corresponding, and considerable, increase in the size of the UNFPA field staff, which by the end of 1991 had grown to some 555 people, including 70 international Professional staff, 112 national Professional staff and 373 other staff. Such increase in field staff was also required in order to assist Governments in the national execution of UNFPA-supported programmes and projects.

24. The added programming and implementation responsibilities has required not only an increase in the number of field staff, but also an improvement of the technical skills and qualifications of the Fund's field and headquarters staff. Hence, UNFPA headquarters and field staff are now increasingly required to possess technical as well as managerial qualifications, as the number of countries formulating and/or implementing population policies continues to increase and, correspondingly, the nature of the dialogue with Governments changes. There is thus a concrete need for UNFPA field staff to give technical advice and for headquarters staff to provide technical and administrative support to the field. The increasingly complex nature of UNFPA-assisted activities and of the work of the UNFPA field staff also requires the high-level technical backstopping of technical support teams, which will become operational in 1992 as part of the UNFPA successor support cost arrangements approved by the Governing Council in decision 91/37. (For a progress report on UNFPA successor support cost arrangements, see document DP/1992/30.)

25. The growth of UNFPA's resources, the delegation of programming authority to the field, the increased use of national execution (see document DP/1992/29 for UNFPA guidelines on national execution), the increase in the quality and quantity of UNFPA's field staff and the creation of technical support teams define UNFPA's strategic approach for the 1990s. In sum, all UNFPA field offices must expand the technical and managerial capacity of their staffs in order, inter alia, (a) to cope with the increasing volume of assistance requested, (b) to assist government agencies and institutions to become more self-reliant and (c) to encourage and nurture national non-governmental organizations (NGOs) to carry out population activities.

26. UNFPA's field staff are also increasingly required to perform additional tasks. One such task is that of fund raising in their country of assignment. Another is that of developing a national framework for population assistance, as well as mobilizing and coordinating assistance from the international donor community. While responsibility for coordination rests with the Government concerned, the coordinating role of the UNFPA field office is to help strengthen a country's capacity to fulfill that responsibility upon request. Although the Fund's specific role varies from country to country, UNFPA in all cases endeavours to avoid

waste and duplication of effort and to ensure the most effective coordination possible, particularly through the use of the PRSD exercise and through regular discussions with major donor representatives. The combined tasks of fund-raising, coordination, and developing multi-bilateral support thus go hand-in-hand and constitute in major duty stations the full work-load of one Professional staff member. Finally, UNFPA's field staff are in charge of awareness creation in their country of assignment, which involves, among other things, the organization of pertinent national seminars and conferences as well as the preparation and implementation of activities to promote awareness about global concerns, as expressed in United Nations resolutions and decisions.

Decentralization and shifting responsibilities

27. As programming and programme monitoring functions are being more and more decentralized to the field, this necessitates the gradual shift of such responsibilities from the Fund's Geographical Divisions at headquarters to its country offices. Relieved of these responsibilities, the headquarters units concerned with the programme will focus mainly on backstopping operational activities in the field, developing and monitoring the Fund's regional and interregional strategies, serving as repositories of global experiences and institutional memory, developing policies, and coordinating and rendering services to the Fund's various governing and legislative bodies, as well as to bilateral donors and other multilateral organizations.

28. This shift of emphasis in programming from headquarters to the field, however, will not necessarily result in a decrease in headquarters functions or staff. For example, in the areas of technical support and evaluation, the needs are growing for more technical advice and analyses, for more in-depth evaluation of programmes and projects funded by UNFPA, for the effective and efficient expansion of the Fund's Lessons Learned Database and subsequent dissemination of such lessons to field offices and for keeping abreast of the technological advances and changes that are taking place rapidly in the population and family planning fields. In this context, it should be noted that, ideally, every country programme should be comprehensively evaluated at least once every five years as to its quality and effectiveness, a process that is extremely labour-intensive. Similarly, UNFPA headquarters will have to increase its coordination and exchange of information between countries and regions, as well as with other donors. It will also remain the centre for the planning and monitoring of the Fund's regional and interregional programmes.

29. As distinct from the tasks outlined above, other headquarters units will be responsible for the following functions: fund raising; overall policy development and guidance so as to ensure that the Fund, at the policy level, speaks with one voice; coordination of public information and external relations; coordination of policies and interventions in areas such as AIDS prevention, the interrelationship between population and the environment, poverty alleviation, the social dimensions of structural adjustment, etc.; carrying out programme support functions including the procurement of commodities and the promotion of technical cooperation among developing countries (TCDC) within and among regions; handling personnel, administrative and financial matters, including financial control and audit, as well as payroll and cash flow management; and meeting the information needs of and facilitating close communications with the Fund's three governing bodies, as well as with UNDP, the concerned parts of the Secretariat of the United Nations and the headquarters of other United Nations organizations.

30. UNFPA's awareness creation activities must now be expanded and strengthened during the remainder of the decade if UNFPA is to respond effectively to the mandate given to it by the various international policy instruments noted above and the related Governing Council decisions and General Assembly resolutions. While there has been a measure of success in building an international consensus on the importance of

population factors in social and economic development, this consensus is tentative and fragile. UNFPA, therefore, needs to continue to deepen its efforts to nurture and sustain this consensus. There is still a great need, therefore, to increase awareness and understanding of population issues in the context of overall development and environment questions and at all levels: individual, community, national and international. The implications of continuing rapid population growth and the role of family planning in moderating this growth and in improving the health of mothers and children must be clearly understood by everybody, and timely and adequate actions by the international community must be ensured in order to safeguard the future of humankind.

31. The key to meeting the manifold challenges in the population field in the 1990s and beyond is, first and foremost, to increase resources earmarked for population activities, and second, to bring about the most coordinated, focused and integrated approach to addressing population issues. UNFPA headquarters will continue to play a significant role in each of these areas. Thus, it will continue its efforts not only to increase UNFPA's general and multi-bilateral resources, but also to enhance its cooperation with other entities within the United Nations system. Such enhanced cooperation is becoming increasingly labour-intensive, as UNFPA is now requested, and required, to provide inputs to all relevant activities of the United Nations system, from the preparations for UNCED to the meetings of the Commission for Social Development. This requires not only participation in the actual meetings, but preparation of detailed position papers interlinking the population factor with the subject at hand.

32. UNFPA headquarters also has a wide range of responsibilities concerning activities related to contraceptives. These include, among others, carrying out research on contraceptive requirements at both the international and national level, identifying problems and seeking solutions in the production and distribution of contraceptives through modern approaches including social marketing, and estimating resource requirements to meet the existing needs of family planning users as well as to permit an increase in the number of contraceptive users from 381 million in 1990 to 567 million by the year 2000. (For revised estimates of contraceptive requirements and the projected costs needed to meet such requirements, see the Report of the Executive Director on contraceptive requirements and demand for contraceptive commodities in developing countries in the 1990s (document DP/1991/34.))

Staffing requirements at headquarters and in the field

33. In order to effectively undertake the many activities mentioned throughout this report, a number of steps must be taken to improve the management and technical skills of UNFPA staff. One such step is the delegation of authority to the working level both at headquarters and in the field. This delegation of authority must go hand-in-hand with a considerable decentralization of activities to the field, resulting in a different distribution of labour between headquarters and the field, as well as a possible shift of some posts from the former to the latter. A key component in UNFPA's future staffing patterns is the rotation of staff, both between units at headquarters and between headquarters and the field. This will lead to a better understanding among all staff of the work of the various units of the Fund as well as that of the UNFPA field offices. It will also give staff the opportunity to become more familiar with all aspects of UNFPA's programme and help improve the overall quality of their work. It should be pointed out, however, that such rotation requires that the headquarters and field posts in question be at comparable levels.

34. The capacity of UNFPA field offices to assist developing countries depends on the quality and size of the UNFPA field office staff, a matter continuously under review. It should be noted in this context that, to be effective, a programme support unit must have a critical mass of human resources, regardless of the size

of programme input. There are a number of countries where such a critical mass does not yet exist, because programme development has been slow for political as well as other reasons. The Fund's past experience suggests that such minimum staffing in developing countries in which UNFPA has a programme is five: a UNFPA Country Director plus four national support staff. For larger offices and those with a large amount of government- or UNFPA-executed projects a support staff of up to 10 to 12 is needed in addition to two international staff members (one Country Director and one International Programme Officer). Some field offices have already reached such optimum level of staffing and thus can manage and monitor an increased level of programme assistance without an increase in staff.

35. UNFPA continuously reviews and assesses changing programmes and programme support needs vis-à-vis existing staffing patterns in order to achieve the optimum staffing both at headquarters and in the field. Several options exist in this regard, most of which involve the transfer of posts, either from one headquarters unit to another, from headquarters to the field, or from one field unit to another. In the mid- to late 1980s, UNFPA abolished all project-funded posts at headquarters and requested Council approval to transfer a few of them to the administrative and programme support services (APSS) budget. Three such posts were then transferred from headquarters to the field. At this point in time, UNFPA sees neither the possibility nor the justification for further such transfers of posts. In recent years, existing international Professional posts have been transferred within the field. As countries become more sophisticated in population programming and develop national staff capable of fulfilling the positions held by international Professional staff, these approved international posts can be transferred to other locations, thereby pre-empting the need for additional international posts at the new location. In four cases (the Republic of Korea, Malaysia, Tunisia, Turkey) such transfers have taken place without damage to the national programme or to the support provided by the UNFPA field office.

36. In order to increase the qualitative performance of its staff, UNFPA established in 1987 a training unit to develop a coherent plan for staff training and development. In the initial years, the Fund focused on preparing newly recruited staff, of which there were more than 50 international Professional staff, for their assignments in the field by providing training in UNFPA financial and administrative procedures as well as non-formal on-the-job training in operational and programme matters. UNFPA is now shifting its emphasis to updating staff and technical and programmatic skills and to training field staff in management and administration. In view of the great, and growing, need for staff training at all levels, UNFPA sees the need to increase its training budget in the foreseeable future.

37. UNFPA has developed clear guidelines for recruitment of international Professional staff. To ensure that newly recruited staff have the requisite academic and practical background, the Fund requires that they have at least a Master's Degree in a population-related field and have working experience in the field of population acquired in a developing country setting. In addition, to enhance the mobility of staff, the Fund further requires that new staff be able to work in more than one United Nations language. For recruitment into mid- to senior-level positions, candidates are examined additionally with respect to their managerial and leadership capabilities.

38. As noted above, UNFPA continuously examines its overall staffing needs in view of its changing programming and programme support requirements. The primary, and first, consideration in meeting such changing needs is to examine the feasibility of redeploying existing staff. However, if such redeployment is impossible or inadvisable, the Fund must consider other options, the most practical of which is the addition of staff. Situations in which this option may be required include, among others, if new or additional tasks are assigned to a specific unit at headquarters, if a new office is opened in the field, or if existing field offices have

to take on additional responsibilities. It should be realized in this context that, in order to undertake any task, a certain critical minimum of staff is required. At headquarters, many units now have this critical minimum staff and thus can perform their functions adequately. Certain work units, however, are short-staffed and in danger of becoming a bottle-neck to the efficient and effective functioning of UNFPA. They therefore must be properly staffed if UNFPA is to maintain the effectiveness of its programmes and the integrity of its financial operations. Some other units need to be strengthened so as to enable them to deal with newly emerging tasks, particularly those generated by increased demands for UNFPA services and by the need to expand the Fund's resources to meet these demands (e.g., awareness creation, external relations, staff training and fund raising). Moreover, in the next several years, it is envisaged that UNFPA will need to establish a few new field offices in Asia and the Pacific and in Latin America. The Fund also perceives the need to strengthen certain field offices.

39. UNFPA, while fully aware of the critical importance of matching staffing needs with evolving programme requirements, is similarly aware of the need to keep the APSS budget at an acceptable level. For many years, the Fund has been successful in keeping its administrative budget below 20 per cent of income. However, there are some constraints to and hidden costs in achieving this. One is the fact that the vast part of UNFPA's administrative expenses occur in US dollars, while 80 per cent of its income is pledged in non-US currencies. Hence, when the value of the US dollar rises, and non-US dollar pledges lose in value, the proportion of the APSS budget of all income (or expenditures) is likely to go up. Secondly, UNFPA prepares its administrative budget for each biennium one year before the beginning of the biennium. Its administrative budget therefore attempts, inter alia, to forecast the expected UNFPA income for three years hence. The three-year lead time in budget planning also presents potential problems in such areas as projecting salary costs and operating expenses, which may increase as a result of factors beyond UNFPA's control, such as inflation clauses in leases and statutory increases in salaries and pensions mandated by United Nations legislative bodies.

40. As a result of such problems, UNFPA has seen the need on occasion to request a revised budget appropriation in a non-budget year. Apart from that, UNFPA has occasionally had to delay recruitment against newly approved posts as a means of keeping the APSS budget in proportion with expected income. While this has helped the Fund to maintain its administrative budget at an acceptable level, it has inhibited UNFPA's ability to meet the increasing requests of developing countries for its support and services. UNFPA wishes to ensure the Council that it will continue to strive to attain the greatest economy and efficiency in its administrative budget. The Fund would like to point out in this regard, however, that even with less-than-projected increases in income, it is likely that UNFPA will find it necessary to request some additional posts over the course of the current decade in order to meet the manifold needs of developing countries in population and related areas and to continue to respond effectively to the recommendations and calls to actions of the various international policy instruments, as well as to the decisions and resolutions of its governing bodies.